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COMMISSION IMPLEMENTING DECISION

of 28.7.2025

**on a standardisation request to the European Committee for Standardisation as regards
cement, lime and other hydraulic binders in support of Regulation (EU) 2024/3110 of the
European Parliament and of the Council**

Only the English, French and German texts are authentic

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THE EUROPEAN COMMISSION,

Having regard to Regulation (EU) No 1025/2012 of the European Parliament and of the Council of 25 October 2012 on European standardisation, amending Council Directives 89/686/EEC and 93/15/EEC and Directives 94/9/EC, 94/25/EC, 95/16/EC, 97/23/EC, 98/34/EC, 2004/22/EC, 2007/23/EC, 2009/23/EC and 2009/105/EC of the European Parliament and of the Council and repealing Council Decision 87/95/EEC and Decision No 1673/2006/EC of the European Parliament and of the Council,¹ and in particular Article 10(1) thereof,

Whereas:

- (1) Regulation (EU) 2024/3110 of the European Parliament and of the Council² lays down harmonised rules for the marketing of construction products, in order to ensure their free movement in the internal market.
- (2) In accordance with Article 5(1) of Regulation (EU) 2024/3110, harmonised standards are to provide the methods and the criteria for assessing the performance of a product in relation to its essential characteristics, which according to Article 4(4) of that Regulation are to be laid down in harmonised standards in relation to the basic requirements for construction works.
- (3) Harmonised standards made mandatory by implementing acts adopted in accordance with Article 5(8) of Regulation (EU) 2024/3110 contribute to the free movement of construction products in the Union. Given that such standards are technology-neutral and performance-based, they also contribute to ensuring equal conditions of competition among relevant economic operators dealing with construction products, in particular small and medium-sized enterprises. Indirectly, those standards also contribute to lower sales costs benefitting consumers, in particular.
- (4) Regulation (EU) 2024/3110 repealing Regulation (EU) No 305/2011³ introduces changes with regard to the provision of general product information as well as instructions for use and safety information. Article 9(2) of that regulation specifies rules about the development of guidelines including technical details, necessary for

¹ OJ L 316, 14.11.2012, p. 12

² Regulation (EU) No 2024/3110 of the European Parliament and of the Council of 27 November 2024 laying down harmonised rules for the marketing of construction products and repealing Regulation (EU) No 305/2011 (OJ L, 18.12.2024, p. 1, ELI: <http://data.europa.eu/eli/reg/2024/3110/oj>).

³ Regulation (EU) No 305/2011 of the European Parliament and of the Council of 9 March 2011 laying down harmonised conditions for the marketing of construction products and repealing Council Directive 89/106/EEC (OJ L 88, 4.4.2011, p. 5, ELI: <http://data.europa.eu/eli/reg/2011/305/oj>).

drawing up general product information, instructions for use and safety information to be included in harmonised standards.

- (5) Article 16(3) of Regulation (EU) 2024/3110 also provides for developing guidelines in harmonised standards to ensure interoperability of the human- and machine-readable formats for making the declaration of performance and conformity available on a website.
- (6) Several harmonised standards have been drafted in support of Directive 89/106/EEC⁴ on the basis of standardisation mandate M/114 of 28 May 1997 to the European Committee for Standardisation (CEN) concerning standards for cement, building limes and other hydraulic binders. Those harmonised standards supported Regulation (EU) No 305/2011 and need to be revised to take into account essential changes introduced by Regulation (EU) 2024/3110.
- (7) The intention to request drafting of harmonised standards in support of Regulation (EU) 2024/3110 is stated in Action 71 of the Annex to the 2025 annual Union work programme for European standardisation⁵.
- (8) CEN has indicated that the work covered by the request falls entirely within its area of competence.
- (9) It is therefore appropriate to request CEN to draft new harmonised standards and to revise the existing harmonised standards for cement, building lime and other hydraulic binders in support of Regulation (EU) 2024/3110.
- (10) Standardisation activities should not cover areas where standardisation needs cannot be identified in relation to given basic requirements for construction works or parts of them. For the purposes of this standardisation request and in order to ensure a consistent and uniform interpretation, it should be clarified that the scope of products referred to are alkali activated cement, common cement, very low heat special cement, masonry cement, calcium aluminate cement, supersulphated cement, construction lime, hydraulic road binders and hydraulic binders for masonry mortars and concrete for non-structural applications. CEN should ensure that harmonised standards of these products correspond to the intended uses for the established purposes.
- (11) In accordance with Regulation (EU) 2024/3110, the establishment of the essential characteristics and their assessment methods should apply the least onerous approach with sufficient reliability, avoid duplications of assessments and inconsistencies and respect the basic principles and reference points set out for them. The assessment methods and criteria to be included in harmonised standards in relation to their essential characteristics should take into account the state of the art and current practice, in order to enable those standards to adequately serve the public interest by facilitating the fulfilment of basic requirements for construction works.
- (12) Since essential characteristics of construction products have been defined in Article 3(7) of Regulation (EU) 2024/3110 as those characteristics of the construction products which relate to the basic requirements for construction works and those which are listed as predetermined environmental essential characteristics, the standardisation requests should aim at dealing with all the existing standardisation

⁴ Council Directive 89/106/EEC of 21 December 1988 on the approximation of laws, regulations and administrative provisions of the Member States relating to construction products (OJ L 40, 11.2.1989, p. 12, ELI: <http://data.europa.eu/eli/dir/1989/106/oj>).

⁵ Commission Notice The 2025 annual Union work programme for European standardisation C/2025/1818 (OJ C, C/2025/1818, 27.3.2025, ELI: <http://data.europa.eu/eli/C/2025/1818/oj>).

needs for products to be covered by them in relation to those basic requirements for construction works. Therefore, for each essential characteristic, one assessment method and the physical dimensions according to the SI standards should be provided. Additionally, when applicable, the statistical value used, the units in which the performance is expressed, and the rounding method used should also be provided.

- (13) For the essential characteristics related to the release or emission of dangerous substances, the harmonised standards should prioritise assessment methods applicable across materials.
- (14) The essential characteristics related to environmental sustainability of the product should be enumerated in the harmonised standard including the predetermined environmental essential characteristics. CEN should establish product category rules that enable the whole life cycle analysis of the products concerned and the declaration of their performance in relation to the essential characteristic environmental sustainability. That standardisation work should be based on the standards developed in the framework of the standardisation mandate M/350 “development of horizontal standardised methods for the assessment of the integrated environmental performance of buildings” of 29 March 2004 as amended, and on the conditions laid down pursuant to Article 12(1) of Regulation (EU) 2024/3110. CEN should also consider environmental sustainability scenarios.
- (15) Pursuant to Article 5(3) of Regulation (EU) 2024/3110 CEN is to provide the technical details necessary for the implementation of the assessment and verification system that is to be applied, including the applicable factory production control. The technical details should take into account the specific conditions of the manufacturing process of the construction product concerned.
- (16) In accordance with Article 5(4) of Regulation (EU) 2024/3110, when requested, harmonised standards should also provide voluntary or mandatory threshold levels and classes of performance in relation to essential characteristics and those essential characteristics which always have to be declared by manufacturers. These elements should be developed in accordance with the basic principles and reference points for their establishment and be aligned to the elements set out in delegated acts adopted in accordance with the third subparagraph of Article 5(5) of that Regulation.
- (17) Harmonised standards should therefore enable the economic operators to provide all the necessary information about the performance of construction products covered by those standards and thus facilitate the free movement of those products in the internal market.
- (18) Harmonised standards should also furnish Member State authorities with all the necessary means to set requirements for the performance of construction products covered by those standards, in relation to their essential characteristics, which could impact the fulfilment of the basic requirements for construction works.
- (19) In addition, harmonised standards should cater for sufficient means for the final users of construction products covered by them to fulfil all the information needs of those users.
- (20) In order to fulfil the requirements set out in Article 5 of Regulation (EU) 2024/3110, notably to reach the necessary level of transparency and legal clarity, each drafter or revised harmonised standard should systematically include clear and concise information on the results of the CEN standardisation work. That information is necessary in order to facilitate the work of market surveillance authorities, assist

notified bodies in performing their functions, and provide manufacturers, especially small and medium-sized enterprises using a harmonised standard, with working tools enabling them to fully benefit from harmonisation.

- (21) Harmonised standards should be drafted and revised by consistently applying relevant rules for drafting standards, to ensure that they are of an appropriate quality, and should reflect the generally acknowledged state of art.
- (22) The European standardisation organisations (ESO) have agreed to follow the Guidelines for the execution of standardisation requests.
- (23) In order to ensure transparency and facilitate the execution of the requested standardisation activities CEN should prepare a work programme and submit it to the Commission.
- (24) In order to enable the Commission to better monitor the requested standardisation work, CEN should provide the Commission with access to an overall project plan containing detailed information on the execution of the standardisation request.
- (25) Experience shows that during execution of the standardisation request, it could be necessary to adjust the scope of the request or the deadlines set therein. CEN should therefore promptly report to the Commission if they consider that more time is required to draft the standards or the standardisation deliverables than what was initially foreseen or that it is appropriate to adapt the scope of the request, in order to allow the Commission to take appropriate action.
- (26) In accordance with Article 10(3) of Regulation (EU) No 1025/2012 each standardisation request is subject to acceptance by the relevant European standardisation organisation. It is therefore necessary to provide for the rules on validity of this request if it is not accepted by CEN.
- (27) In order to ensure legal certainty as to the validity of the request after its execution, it is appropriate to provide for a date of expiry of this Decision.
- (28) The harmonised standards adopted in response to the standardisation request set out in this Decision may be subject to access to documents requests in accordance with Regulation (EU) 1049/2001 of the European Parliament and of the Council⁶. In its judgement of 5 March 2024, in case C-588/21 P⁷, the Court of Justice recognised that there is an overriding public interest, within the meaning of Article 4(2) of Regulation (EU) 1049/2001, justifying the disclosure of harmonised standards.
- (29) Given that several harmonised standards have been drafted on the basis of standardisation mandate M/114 and this Decision provides for a basis to complete work on draft harmonised standards based on that mandate, it is appropriate to provide for the end of validity of the standardisation mandate M/114.
- (30) The European standardisation organisations, the European stakeholders' organisations receiving Union financing and the CPR Acquis Expert Group⁸ established by Article 4(1) of Regulation (EU) 2024/3110 have been consulted.

⁶ Regulation (EC) No 1049/2001 of the European Parliament and of the Council of 30 May 2001 regarding public access to European Parliament, Council and Commission documents (OJ L 145, 31.5.2001, p. 43, ELI: <http://data.europa.eu/eli/reg/2001/1049/oj>).

⁷ Judgment of the Court (Grand Chamber) of 5 March 2024, *Public.Resource.Org, Inc. and Right to Know CLG v European Commission*, C-588/21 P, ECLI: EU:C:2024:201, paragraph 85.

⁸ Commission expert group on the Construction Products Regulation Technical Acquis process (E03776)

(31) The measures provided for in this Decision are in accordance with the opinion of the Committee established by Article 22 of Regulation (EU) No 1025/2012.

HAS ADOPTED THIS DECISION:

Article 1
Requested standardisation activities

The European Committee for Standardisation (CEN) is requested to draft new standardisation deliverables listed in Table 1 of Annex I to this Decision and to revise existing harmonised standards listed in Table 2 of Annex I to this Decision in support of Regulation (EU) 2024/3110 for cement, lime and other hydraulic binders by the deadlines set in that Annex.

The standards referred to in the first paragraph shall meet the requirements set out in Annex II.

CEN shall provide the Commission with the titles of the requested harmonised standards in all the official languages of the Union.

Article 2
Work programme

CEN shall prepare work programme indicating all the standards referred to in the first paragraph of Article 1, the responsible technical bodies and a timetable for the execution of the requested standardisation activities in line with the deadlines set out in Annex I.

The draft work programme shall take into account the priorities set out in point 2 of Annex II for the execution of the request referred to in Article 1.

CEN shall submit the draft work programme to the Commission by 29 September 2025 and provide it with access to an overall project plan.

CEN shall inform the Commission of any amendments to the work programme.

Article 3
Reporting

1. CEN shall report annually to the Commission on the execution of the request referred to in Article 1 indicating the progress made in implementation of the work programme referenced to in Article 2.
2. It shall submit the first annual report to the Commission by 30 June 2026. Subsequent annual reports shall be submitted by 30 June each year.
3. CEN shall provide the Commission with the final report by 30 June 2030.
4. CEN shall promptly report to the Commission any major concerns relating to the scope of the request referred to in Article 1 and the deadlines set out in Annex I.

Article 4
Validity of the standardisation request

Where, in accordance with Article 10(3) of Regulation (EU) No 1025/2012, CEN indicates that it does not accept the request referred to in Article 1 of this Decision, that request may not constitute a basis for the standardisation activities referred to in that Article 1 of this Decision for the standardisation organisation concerned.

This Decision shall expire on 30 June 2030.

Article 5

Validity of the standardisation request

Standardisation mandate M/114 of 28 May 1997 shall expire on 31 December 2025.

Article 6

Addressee

This Decision is addressed to the European Committee for Standardisation.

Done at Brussels, 28.7.2025

For the Commission

Stéphane SÉJOURNÉ

Executive Vice-President

